JENNIFER M. GRANHOLM
GOVERNOR

THOMAS D. WATKINS, JR
SUPERINTENDENT OF
PUBLIC INSTRUCTION

October 25, 2004

MEMORANDUM

TO: State Board of Education

FROM: Thomas D. Watkins, Jr., Chairman

SUBJECT: Final Report to the Legislature on the State Evaluation of All Students Achieve Program – Parent Involvement and Education (ASAP-PIE) Grants

Section 32b of the State School Aid Act, P.A. 121 of 2001, required the following:

> *(4) Each successful grant recipient shall agree to include a data collection system and an evaluation tool approved by the department to measure the impact of the program on improving school readiness, reducing the number of children needing special education programs and services, and fostering the maintenance of stable families.*

> *(6)(d) The department shall submit a report to the legislature, the state budget director, and the senate and house fiscal agencies detailing the evaluations described in subsection (4) by December 1 of each year.*

To meet this mandate, the attached legislative report has been prepared providing the highlights of the ASAP-PIE grant program and implications for future policy. Findings in the report are drawn from local evaluations, year end reports completed by the 23 ASAP-PIE grantees and the Phase I and II evaluation reports completed by the Institute for Children, Youth, and Families of Michigan State University. The Institute conducted a three-phase evaluation on the effectiveness of the ASAP-PIE grant program in meeting the legislative outcomes identified in Section 32b(4) above. This report is the final report in that evaluation and provides implications for future public policy related to parent education.

Attachments

OVERVIEW

Michigan Department of Education
All Students Achieve Program – Parent Involvement and Education
Final Report to the Legislature

The All Students Achieve Program – Parent Involvement and Education, also referred to as ASAP-PIE, was a state school aid grant program that was created by Section 32b of Public Act 297 of 2000, and sustained in Public Act 121 of 2001. The program served Michigan parents of children, birth to five years of age, who resided within the 23 intermediate school districts that received ASAP-PIE funding starting February of 2001. (See Attachment A for funded counties.)

The original legislation authorized a three-year grant program with an appropriation of $45 million for the first program year with each of the two following years to be funded at the same level. Fiscal Year 2002 continued a second $45 million, but funding for the third year was not appropriated. In order for the program to continue, Public Act 191 of 2002 allowed for funds from the first two years to be carried over into a third year and beyond. This action allowed many of the 23 grantees to continue providing a reduced level of parent services into a third and fourth year.

The ASAP-PIE legislation continues to serve as the legislative model upon which the Great Parents, Great Start parent education program is authorized. For this reason, the attached ASAP-PIE evaluation report provides important information for public policymakers (Attachment B). The attached report, "*All Students Achieve Program – Parent Involvement and Education (ASAP-PIE) Final Evaluation Report: Highlights and Implications for Policy,*" is the fourth in a series of evaluation reports that examine program legislation, implementation, organizational structure, community collaboration, service components, and child outcomes. As Michigan explores ways to improve children's school readiness, enhance early literacy, and reduce the need for special education, this report poses a number of key public policy questions. It further provides insight to those questions by drawing on the findings of the ASAP-PIE two-year evaluation. The policy related questions that are examined in the *Highlights* report include:

1. Does a community approach result in better outcomes for families and children?
2. Do organizational structures and different service delivery models predict differences in outcomes for children?
3. How successful was the ASAP-PIE program in reaching all families and TANF eligible families with children age five or younger?
4. What are the benefits and consequences of allowing programs to individually define who may be enrolled in the program?
5. Did ASAP-PIE result in positive outcomes for children and families?
6. Is family participation in individual service components (i.e., home visiting, screenings, etc.) or different combinations of service components related to better outcomes for children?
7. Do some families benefit more from one type of service than from others?

As local communities in partnership with state government begin to create a system of care and education for children ages birth to five years that engages parents and families, the evaluation of the ASAP-PIE program offers many insights for public policymakers and community collaborative groups. While the final evaluation report is attached at this time, it is important to note that three other ASAP-PIE evaluation reports have been issued which provide further detailed examination of the ASAP-PIE program.

The first report, submitted to the legislature in February 2002, looked at the implementation of ASAP-PIE and its program characteristics. It examined legislative assumptions, limitations, distribution of funding, balance of service provision, etc. The second report that was submitted to the legislature in 2003, examined individual programs and their outreach to families, linkage to the broader community, and the array of services offered. The remaining technical report analyzes program effects on required outcomes and the relationships between different program models and required outcomes.

ATTACHMENT A

MAP OF ASAP-PIE COUNTIES

2001-2002 All Students Achieve Program –
Parent Involvement and Education (ASAP-PIE) Grant Program
Counties Covered by Funding

Program Funded

ATTACHMENT B

All Students Achieve Program – Parent Involvement and Education (ASAP-PIE) Final Evaluation Report: Highlights and Implications for Policy

All Students Achieve Program - Parent Involvement and Education (ASAP-PIE) Final Evaluation Report

Highlights and Implications for Policy

Celeste Sturdevant Reed, Ph.D.
Betty Tableman, M.P.A.
Laura V. Bates, M.A.
Laurie A. Van Egeren, Ph.D., Co-Principal Investigator
  with
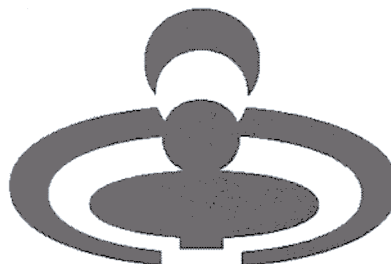Hiram E. Fitzgerald, Ph.D., Principal Investigator
Marguerite Barratt, Ph.D., Co-Principal Investigator (on leave)

Institute for Children, Youth & Families
  and
University Outreach and Engagement
Michigan State University

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Overview

This report on the All Students Achieve Program – Parent Involvement and Education (ASAP-PIE) is designed for use by program staff and policy makers. It provides a summary of the information presented in three evaluation reports delivered to the Michigan Department of Education, Office of Early Childhood Education and Family Services.

Section 1 provides an introduction to the ASAP-PIE initiative, including a list of the grantees who received funds. It also lists the policy and program questions that were asked and answered in the evaluation report:

- **Does a collaborative approach result in better outcomes for families and children?**

- **Do different program delivery models (e.g., school-based, community-based) predict differences in the outcomes for children?**

- **Did ASAP-PIE reach all families with children age five or younger?**

- **What are the benefits and consequences of allowing grantees to define enrollment in the ASAP-PIE program?**

- **Did ASAP-PIE result in positive outcomes for children and families?**

- **Is family participation in different service components or different combinations of service components related to better outcomes for children?**

- **Do some families benefit more from one type of service than from others?**

Sections 2 through 4 provide the answers to these questions. Section 2 focuses on the collaboration required by the legislation and the extent to which differences in program delivery models had an impact on the benefits for children. Section 3 describes the participation in the ASAP-PIE program and the benefits and consequences of grantees defining their own enrollment criteria. Section 4 provides information on the benefits for children from participating in each of the services (e.g., home visiting or play groups) as well as from receiving a combination of services.

This report concludes with recommendations organized in three categories: Cross-agency collaboration, legislative and grant-making practices, and implementation guidelines.

1. Introduction

Background of the ASAP-PIE Initiative

All Students Achieve Program – Parent Involvement and Education (ASAP-PIE) was a $45 million Michigan Department of Education grant program authorized by Section 32b of Public Act 121 of 2001. It served Michigan parents of children, birth to five years of age, who resided in the 23 intermediate school districts (ISDs) who received competitively awarded funding (Table 1). Although the original legislation authorized three years of funding, a series of economic crises and revenue reductions led to elimination of the third year of funding. However, programs could carry over unexpended funds awarded for years one and two.

The intended outcomes of the program were:

- Improvements in children's school readiness.

- Reduction in children's need for later special education services.

- Maintenance of stable families by encouraging positive parenting skills.

The program was guided by certain beliefs and values about how services should be delivered and what services are likely to lead to the desired outcomes. Key assumptions arising from these values are:

- Parents contribute significantly to their children's development and services need to reflect this.

- School systems are responsible for programs that prepare young children for school.

- Universal services will be more acceptable and attract families who might not otherwise reach out for services.

- Early identification of at-risk children will facilitate remediation of concerns.

- Approaches should be collaborative, involving a number of community agencies that complement the services of the schools.

Recognizing that parents are children's first teachers, the program focused on achieving these outcomes through services designed to enhance parenting skills, promote positive parent-child interaction and provide learning opportunities to promote children's intellectual, physical, social and emotional growth. Periodic screening of health and development, promoting access to community services, and connecting parents with quality preschool complemented the core services offered to parents and their children.

Table 1.
ASAP-PIE Grantees in Descending Order of Population of
Children Age 0-5 Years

Grantee	Population of children age 0-5 years
Macomb	61,805
Genesee	38,236
Washtenaw	24,173
Ingham	21,259
Saginaw	17,275
St. Clair	13,360
Traverse Bay Area	11,027
Calhoun	10,945
Allegan	9,272
Eaton	7,980
Midland	6,572
Van Buren	6,243
Shiawassee	5,914
St. Joseph	5,389
Ionia	5,111
Mecosta-Osceola	4,646
Cheboygan-Presque Isle-Otsego	4,479
Charlevoix-Emmet	4,418
Lewis Cass	3,818
Wexford-Missaukee	3,520
Branch	3,484
Copper Country	3,065
Dickinson-Iron	2,554

The State Evaluation Process

The state evaluation of the ASAP-PIE program began in the spring of 2002 almost one year after grantees' programs began. The main goals of the evaluation were to:

- Analyze the grantees' success in achieving legislatively required outcomes.
- Compare the effectiveness of different service delivery models and service components.
- Identify accomplishments and barriers to implementation as well as program strengths and weaknesses.

With these goals in mind, the state evaluators proposed several questions that would be addressed in the evaluation.

Implementation

It was expected that grantees would have different experiences in program implementation based on their previous history in conducting programs for young children and their families and their previous experience in community collaboration. The first and second evaluation reports (September 2002 and April 2003) described variations in program implementation among the 23 grantees, their accomplishments, and the barriers they encountered in program implementation.

In this report we address two policy questions related to the ways in which programs were implemented.

- **Does a collaborative approach result in better outcomes for families and children?**
- **Do different program delivery models (e.g., school-based, community-based) predict differences in the outcomes for children?**

In Section 2 we discuss the four different structures that programs used to deliver services and how these different approaches related to the children and families served and the outcomes they achieved.

Outcomes

To analyze program success in achieving positive outcomes for children and families, the state evaluation team addressed several questions. In this report we will discuss questions for which there is sufficient data to draw some conclusions:

- **Did ASAP-PIE reach all families with children age five or younger?**
- **What are the benefits and consequences of allowing grantees to define enrollment in the ASAP-PIE program?**
- **Did ASAP-PIE result in positive outcomes for children and families?**
- **Is family participation in different service components or different combinations of service components related to better outcomes for children?**
- **Do some families benefit more from one type of service than from others?**

In Sections 3 and 4 we discuss the participation of families in different service components and the results of this participation.

Recommendations

In the final section, we make recommendations for policy and practice based on lessons learned over the past two years. These recommendations derive from both the analysis of data and experiences of program personnel in trying to implement their program.

2. Collaborative Approaches

Collaboration

Policy Question: Does a collaborative approach result in better outcomes for families and children?

Background

The requirement for a collaborative community effort is one of the distinctive characteristics of the ASAP-PIE initiative:

> *The program must be a collaborative community effort that includes at least the intermediate school district, or district, local multipurpose collaborative bodies, local health and welfare agencies, and private nonprofit agencies involved in programs and services for preschool children and their parents. (State School Aid Act of 2000 (sec.32b)*

This requirement reflected the legislators' recognition that some services for parents and their children ages 0-5 years were already available in most communities. Further, this requirement acknowledged that the required services, such as periodic health, vision and hearing screening, were not generally the exclusive responsibility of the education system. Finally, it recognized that promoting family stability required referral of families to other community services.

What history of community collaboration existed?

Up to six programs, ranging from Infant Mental Health Services (Michigan Department of Community Health) to Early Head Start (Administration on Children and Families, U.S. Department of Health and Human Services) to Building Strong Families (Michigan State University Extension) and funded by local, state and/or federal funds, might be available in any given community to provide home visiting services to families with young children. It was expected that ASAP-PIE grantees might have prior relationships to these programs, and over half (56 percent) reported that they were members of other community groups concerned with families and children aged five years or younger.

In addition, ASAP-PIE grantees usually had pre-existing relationships with their local multipurpose collaborative body (MPCB). All grantees reported that their ISDs had previously been MPCB members and 16 reported that local school districts had previously been members. The majority of grantees (17; 74 percent) also reported that their multipurpose collaborative bodies helped to develop the grant proposals.

How did collaborative efforts change?

While all grantees worked with a collaborative committee that met the statutory requirements, approximately 25 percent of the grantees (6) had the benefit of a previously developed community plan for families with children 0-5 which laid the groundwork for their ASAP-PIE application. Whether or not there was such a community plan,

administrators generally cited the following factors as contributing to their project's collaborative success:

- Pre-existing, broad-based professional and community collaborative networks with strong school involvement.

- A history of collaborative projects in the region.

- Wide ownership of the project.

- Personal and professional commitment to implement shared goals and overcome barriers.

These factors may have offset some of the barriers to collaboration. Almost half of the grantees initially cited client confidentiality practices as a barrier to working together. The amount of trust among partners grew substantially over the life of the program. In 2003, administrators reported that a high level of trust among members had more than doubled.

The Community System of Care

Although the ASAP-PIE legislation did not mandate the development of a community system of care, the request for proposals specified a collaboratively developed community plan and suggested "…a vision for a continuum of integrated collaborative services." A community system of care is defined as (Tableman, 1998-99a):

(1) The organization of public and private service components within the community into (2) a comprehensive and interconnected web of services in order to accomplish better outcomes (3) for a defined population.

The values of a community system of care were inherent in the requirements for ASAP-PIE grants. Nonetheless, grantees varied in the extent to which they framed their initiative as a community system of care and the extent to which they operated collaboratively.

While changing outcomes for young children age 0-5 receiving ASAP-PIE services is the primary benefit of concern, we suggest that the effectiveness of this initiative can also be gauged by the extent to which grantees moved to a *community system of care*. The elements of a community system of care are shown below.

A Community System of Care for Very Young Children

Entry into the system
- Early identification of families who can benefit from services
- Systematic review by all services that routinely see very young children
- Referral to the appropriate service

Services
- A comprehensive array of services
- Use of informal as well as formal supports
- Smooth transitions between concurrent or sequential services
- Use of informal as well as formal support for parents

Among participating agencies
- Cross agency training
- Common forms
- Interagency plan of service for those families receiving service from more than one agency
- Data system providing feedback on system operation and outcomes
- Shared decision making
- Pooled funding

Interagency agreements and policies within each agency that support the system of care

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Community System of Care Priorities and Values

Grantees varied in their programming emphases. Almost all (21) perceived the primary purpose of the initiative as providing specified services and supports for families. Two grantees indicated that their primary emphasis was on system development and change; however, most grantees reported a secondary or tertiary emphasis on system change or building relationships between agencies. The majority of grantees considered building public support for 0-5 services as the lowest priority. It is likely that the emphases on service delivery components in the legislation had an overall effect on these rankings. In the case of building public support, the ranking may be related to the relatively lower amount of funds these grantees were awarded.

The extent to which grantees provided services will be discussed in section 4. Examples of activities undertaken by grantees as part of a system-oriented focus included the following:

- **Pooled resources** by obtaining matching funds from community partners.

- Established or expanded **a systematic process for connecting with families of newborns** (early identification).

- Developed **smoothly functioning access** through "no wrong door" and referral processes.

- Developed **interagency review committees** to enable families to access the most appropriate service.

- **Made services accessible** by using neighborhood school and other community locations.

  Incorporated **screening and referrals**, as required by the request for proposal.

  Promoted **smooth transitions** to early childhood education and kindergarten.

  Delivered **cross-agency training** to home visit providers in the community.

  Developed or attempted to develop common **intake and service planning forms.**

  Strengthened collaborative structures; for half of the grantees, the collaborative body used for ASAP-PIE was involved with multiple 0-5 initiatives.

Did organizational structures make a difference?

Highlights

The grantees used two models with four basic structures:

- An educational system model, with the Intermediate School District (**ISD**) or the local school district (Local Education Agency; **LEA**) taking primary responsibility.

- A model centered on the community, with the ISD sharing responsibility with community agencies (**ISD-Community**), or with **Community** agencies taking primary responsibility.

There were substantial differences among grantees based on the organizational model used:

  Community model: Grantees using the Community model were the **most likely to show improvements in children whose first assessment indicated developmental**

delays. They were **more likely to report systems impacts on the community.** These grantees had the smallest amount of state and local resources allocated per child. Grantees using the community model were less likely to provide home visits (a reflection of their smaller resources) but **more likely to do developmental screening.** A majority of these grantees placed primary emphasis on case management in their supervisory sessions.

- **LEA model:** Grantees using the LEA model had **the largest populations to serve.** Together with grantees using the ISD model, they provided the largest amount of local funds allocated per child served. They were more likely than grantees using other models to provide parent-child play groups, suggesting a **greater emphasis on universal services,** and least likely to provide vision and hearing screening. **They tended not to report having system impacts on the community.** A number of these grantees emphasized administrative supervision.

- Grantees using the **ISD model** had the **smallest populations** and the largest amount of resources (state and local) allocated per child served. They served a **higher proportion of children eligible for Temporary Assistance for Needy Families (TANF).** They were the least likely to provide parent-child play groups and **more likely to undertake developmental screening, hearing and vision screening.** A majority of these grantees emphasized reflective supervision.

- Grantees using the **ISD-Community** model served a **higher proportion of TANF-eligible children,** were **more likely to make referrals,** and least likely to undertake developmental screening.

It is recognized that these summaries mask differences within each category. Descriptions of the characteristics of specific grantees in each of the four models can be found in the technical report, All Students Achieve Program - Parent Involvement and Education (ASAP-PIE): Management and Outcomes, Report 3: Technical Report.

Specific Findings

Grantees used four basic structures

In all cases, the intermediate school district (ISD) was the fiscal agent for the award of funds from the Michigan Department of Education. Beyond this, the grantees utilized one of four basic structures through which ASAP-PIE services were developed and delivered.

- Half of the grantees considered the task essentially to be implementation of the specified services within the **educational system** (Figure 1; ISD and LEA models).

- Half of the grantees gave primary roles to **community agencies** in carrying out the initiative (Figure 2; ISD-Community and Community models).

Although these schematic representations of the organizational approaches do not represent the detail for each of the 23 grantees, they do capture the essential elements of their organization.
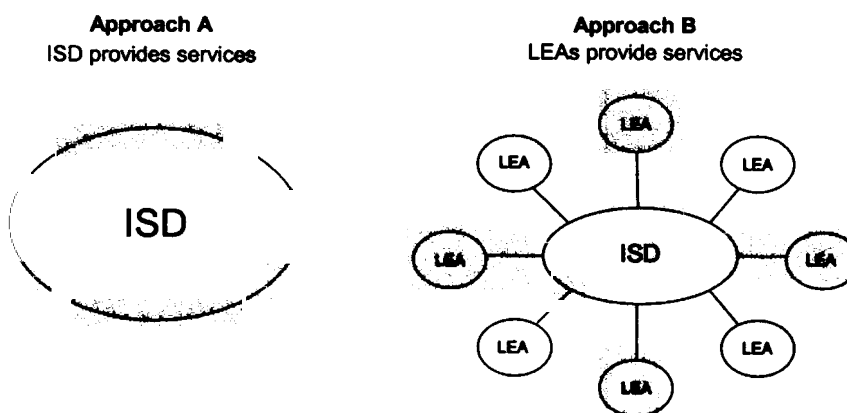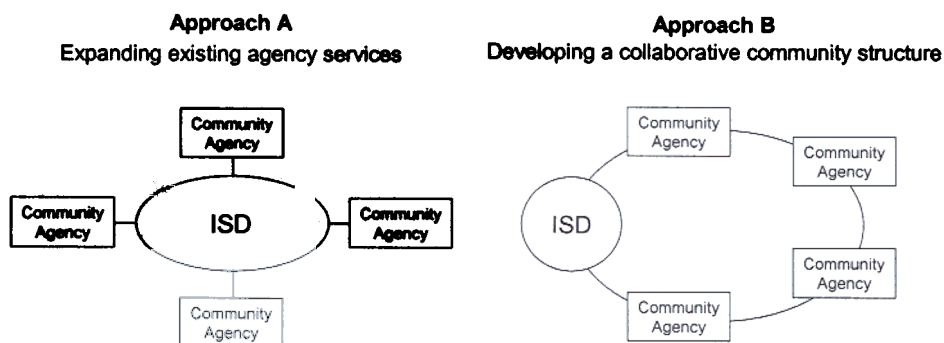
Figure 1. Education-Based Approaches

Approach A
ISD provides services

Approach B
LEAs provide services

Figure 2. Community-Based Approaches

Approach A
Expanding existing agency services

Approach B
Developing a collaborative community structure

Within the Educational System

Four grantees utilized **the intermediate school district** (ISD) as organizer, manager, and service provider (Approach 1A). For seven grantees, the ISD organized and managed the initiative but relied on **local school districts** (local education agency or LEAs) to provide services (Approach 1B). This approach occurred primarily in the larger counties

where coordinators were assigned to elementary schools. Educational system-based grantees were more likely to:

- Co-locate or co-administer all 0-5 services operated by the ISD.

- Incorporate 0-5 services as part of the district's school improvement plan.

- Emphasize connecting parents to elementary schools.

- Promote planning for school transition.

Use of Community Service Providers

Some grantees emphasized the use of community providers (Figure 2). Five grantees **contracted with existing community agencies** to provide ASAP-PIE services by either expanding their existing service or undertaking new responsibilities (Approach 2A). Seven grantees **downplayed the role of the intermediate school district and emphasized the role of community agencies**, working toward the development of an inter-agency community system (Approach 2B). Grantees using the ISD-Community model were among those with the smallest populations and the most resources per child served. Grantees using a Community-based model were more likely to:

- Consider services provided by the ISD as only one component in an overall system.

- Include agencies providing services but not receiving ASAP-PIE subcontracts as partners.

- Co-locate ISD staff and staff of partner agencies.

Were there differences among the four models?

Size of Population Served

Grantees in the areas with the largest populations used the LEA model. Grantees in the areas with the smaller populations used the ISD model or the ISD-Community model. The one exception to these trends was a grantee with a large population that used the ISD-Community model.

Differences in Penetration

All four service models provided some type of service to between 28 and 38 percent of the children age 0-5 in their area. Grantees using the ISD and the ISD Community models served higher percentages of TANF-eligible children.

Differences in Services Provided

Grantees using each model were compared to the other three for the likelihood of a child receiving a particular service. While each grantee provided all services (with the possible exception of parent education groups), there were differences among the four service delivery models in the mix of services provided. No one model predominated in the use of home visits.

- Grantees using the ISD model were least likely to use parent-child play groups and parent education groups and more likely to provide children with developmental, hearing and vision screening and referrals.

- Grantees using the LEA model were most likely to use parent-child play groups and parent education groups and least likely to provide vision and hearing screening.